

Message Text

CONFIDENTIAL

PAGE 01 STATE 235117

43

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INFO OCT-01 CIAE-00 CU-02 INR-07 NSAE-00 USIA-06 ISO-00

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FM SECSTATE WASHDC

TO ALL AFRICAN DIPLOMATIC POSTS

INFO AMEMBASSY GABORONE

AMEMBASSY MAPUTO

AMEMBASSY MBABANE

AMEMBASSY PARIS

AMEMBASSY PRETORIA

AMEMBASSY TEL AVIV

USMISSION USUN NEW YORK

AMEMBASSY VICTORIA

XMT AMCONSUL CAPE TOWN

C O N F I D E N T I A L STATE 235117

NESCO

E.O. 11652: GDS

TAGS: AORG, OCON, UNESCO

SUBJECT: SUPPORT FOR ISRAEL'S REQUEST FOR INCLUSION IN
UNESCO EUROPEAN REGION

REF: STATE 224244

CONFIDENTIAL

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PAGE 02 STATE 235117

1. SUMMARY. ADDRESSEE POSTS, WHICH ARE OF KEY IMPORTANCE IN GETTING ISRAEL ASSIGNED TO EUROPEAN REGION, ARE REQUESTED TO APPROACH HOST GOVERNMENTS, ALL OF WHOM ARE UNESCO MEMBERS, AT APPROPRIATE LEVEL AND ASK THAT THEIR DELEGATIONS TO 19TH UNESCO GENERAL CONFERENCE (NAIROBI, OCTOBER 26 - NOVEMBER 30, 1976) SUPPORT EXECUTIVE BOARD RECOMMENDATION THAT GENERAL CONFERENCE BASE ITS ASSIGNMENT OF MEMBER STATES TO GEOGRAPHIC REGIONS ON THE WISHES OF THE MEMBERS OF THE REGION CONCERNED, AND THAT WHEN THIS PROCEDURE HAS BEEN ADOPTED, THEIR DELEGATIONS SUPPORT THE SPECIFIC RECOMMENDATIONS, INCLUDING THE ASSIGNMENT OF ISRAEL TO THE EUROPEAN REGION, MADE BY THE MEMBERS OF THE VARIOUS REGIONS. END SUMMARY.

2. IN 1974 THE 18TH GENERAL CONFERENCE (GC) OF UNESCO REJECTED ISRAEL'S REQUEST FOR ASSIGNMENT TO EUROPEAN REGION, LEAVING ISRAEL THE ONLY MEMBER THEN UNASSIGNED TO A REGIONAL GROUPING (VOTE WAS 33-48 WITH 31 ABSTENTIONS AND 22 "ABSENT".) THIS POLITICALLY INSPIRED GESTURE WAS ONE OF GC'S ANTI-ISRAELI ACTIONS THAT TRIGGERED CONGRESSIONAL CUTOFF OF U.S. PAYMENTS TO UNESCO. ALL MEMBERS VOTED ON ISRAEL, AS ON ALL REGIONAL ASSIGNMENTS, WITH NO SPECIAL CONSIDERATION FOR VIEWS OF REGION CONCERNED. ANTI-ISRAEL VOTE WAS SPEARHEADED BY ARAB AND MOSLEM STATES AND SUPPORTED BY USSR AND EASTERN EUROPEANS, EXCEPT ROMANIA, WHICH WAS "ABSENT". (AF VOTE ANALYZED PARA 6, BELOW.) IF GC HAD FOLLOWED TRADITION OF LEAVING A LARGELY REGIONAL MATTER TO REGIONAL GROUPING ITSELF, THE SUPPORT OF GREAT MAJORITY OF WESTERN MEMBERS OF EUROPEAN REGION (WHICH ALSO INCLUDES EASTERN EUROPE, U.S. AND CANADA) WOULD HAVE INSURED ISRAEL'S ADMISSION.

3. WITH 18TH GC ACTION IN MIND AND WITH DIRECTOR GENERAL M'BOW'S STRONG SUPPORT, 40-MEMBER UNESCO EXECUTIVE BOARD LAST FALL RECOMMENDED THAT 19TH GC, IN UPDATING REGIONAL ASSIGNMENTS, BE GUIDED BY VIEWS OF MEMBERS OF RELEVANT REGION. (IN ADDITION TO ISRAEL, THREE NEW MEMBERS -- SURINAM, GRENADA AND SAN MARINO -- HAVE NOT YET BEEN ASSIGNED TO REGIONS.) VOTE IN BOARD WAS 25-3 (EE'S) - 3 ABSTENTIONS , WITH 9 (ARABS/MOSLEMS)
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CONFIDENTIAL

PAGE 03 STATE 235117

COUNTED "ABSENT." (AF VOTE GIVEN PARA

6.)

4. SUCCESS OF EXECUTIVE BOARD ACTION AIMED AT GIVING MEMBERS OF REGION CONCERNED DECISIVE ROLE IN ASSIGNMENTS TO THAT REGION WILL DEPEND MAINLY ON WHETHER EE'S AND ARABS ARE PREPARED AT LEAST NOT TO ACTIVELY OPPOSE ISRAEL'S REQUEST TO BE ASSIGNED TO EUROPEAN REGION. AT SAME TIME, SINCE A FAVORABLE OUTCOME ON THIS ISSUE IS PREREQUISITE

TO RESUMPTION OF U. S. PAYMENTS TO UNESCO AND RESOLUTION OF ORGANIZATION'S GROWING FINANCIAL CRISIS, DEPT. IS SEEKING TO GARNER SUPPORT FOR THE NEW PROCEDURE OR, AT MINIMUM, TO DISCOURAGE ACTIVE OPPOSITION, WHEREVER THERE IS ANY CHANCE OF SUCCESS. ADOPTION OF EX BD FORMULATION WILL ENABLE GC TO COMPLETE REGIONAL ASSIGNMENTS (INCLUDING THAT OF ISRAEL) BY PRO FORMA VOTE(POSSIBLY EVEN CONSENSUS) WHICH WILL AVOID NECESSITY FOR AFRICAN STATES TO VOTE FOR ISRAEL PER SE.

5. AFRICA IS CRITICAL TARGET AREA. NAIROBI IS SITE OF 19TH GC AND AFRICANS, WITH ONE-THIRD OF UNESCO MEMBERSHIP, HAVE SWING VOTE, SINCE THEY ACCOUNTED FOR 40 PER CENT OF ABSTENTIONS AND "ABSENCES" DURING 18TH GC VOTE ON THIS ISSUE. DIRECTOR GENERAL M'BOW IS SENEGALESE WHOSE FUTURE STATURE AND EFFECTIVENESS WILL BE CONSIDERABLY AFFECTED BY OUTCOME OF 19TH GC -- ABOVE ALL, ITS SUCCESS IN REVERSING AT LEAST SOME OF PREVIOUS GC'S ANTI-ISRAELI ACTS. M'BOW HAS PRIVATELY URGED U. S. TO PULL OUT ALL STOPS IN SEEKING SUPPORT FOR ISRAEL'S ENTRY INTO EUROPEAN REGION. HE HAS INDICATED HIS INTENTION TO BRING HIS OWN INFLUENCE TO BEAR ON FELLOW AFRICANS TO MAXIMUM EXTENT POSSIBLE, AND WE ARE ESPECIALLY HOPEFUL THAT HE WILL SWING HIS OWN COUNTRY INTO SUPPORT COLUMN, DESPITE ITS MOSLEM POPULATION.

6. AF VOTE TALLY ON 18TH GC ACTION ON ISRAEL IS ENCOURAGING : ALTHOUGH ONLY ONE COUNTRY, MALAWI, VOTED FOR ISRAEL, VAST MAJORITY OF AFRICAN MEMBERS (22), DESPITE CONSIDERABLE MOSLEM/ARAB PRESSURES, EITHER ABSTAINED OR WERE "ABSENT" : DAHOMEY, GABON, GHANA, KENYA, TOGO, UPPER VOLTA, ZAIRE, BURUNDI, CENTRAL AFRICAN REPUBLIC, ETHIOPIA, GAMBIA, GUINEA-BISSAU, IVORY COAST, LESOTHO, LIBERIA, MADAGASCAR, MALI, MAURITIUS, RWANDA, SIERRA LEONE, UNITED

CONFIDENTIAL

PAGE 04 STATE 235117

REPUBLIC OF CAMEROON, AND ZAMBIA. MOREOVER, FIRST SEVEN OF THESE NOT ONLY VOTED FOR EXECUTIVE BOARD RESOLUTION CITED PARA 3, ABOVE, WHICH WAS CLEARLY UNDERSTOOD TO BE FIRST STEP TOWARD REVERSING 18TH GC ACTION, BUT WERE AMONG CO-SPONSORS. OTHER TWO AF BOARD MEMBERS EITHER ABSTAINED (UGANDA) OR WERE "ABSENT" (MAURITANIA). MOST OF ELEVEN AFRICAN STATES THAT VOTED AGAINST ISRAEL AT 18TH GC WERE MOSLEM: CHAD, CONGO, GUINEA, NIGER, NIERIA, SENEGAL, SOMALI REPUBLIC, SUDAN, TANZANIA, MAURITANIA AND UGANDA.

7. GIVEN CRITICAL, PERHAPS DECISIVE IMPORTANCE OF THIS ISSUE TO FUTURE OF U. S. RELATIONS WITH UNESCO, AS WELL AS OF ORGANIZATION ITSELF, DEPT. HOPES ALL HOST GOVERNMENTS WILL VOTE FOR ADOPTION OF EXECUTIVE BOARD PROCEDURE TO GIVE REGIONS DETERMINING VOICE IN THEIR MEMBERSHIP AND

WILL SUPPORT GC OMINBUS RESOLUTION COMPLETING REGIONAL ASSIGNMENTS, INCLUDING ASSIGNMENT OF ISRAEL TO EUROPEAN REGION. ADDRESSEE POSTS ARE REQUESTED TO TAKE EARLY OPPORTUNITY TO MAKE APPROPRIATE REPRESENTATIONS, UNDER-SCORING GRAVITY OF PRESENT CRISIS IN U.S./UNESCO RELATIONS PRECIPITATED BY POLITICAL ACTS OF PREVIOUS GC. POSTS SHOULD EXERCISE THEIR DISCRETION, IN RELATION TO LOCAL CIRCUMSTANCES, AS WELL AS IN LIGHT OF HOST GOVERNMENT'S VOTING RECORD ON THIS ISSUE, IN STRESSING FOLLOWING POINTS:

(A) ISRAEL'S ASSIGNMENT TO EUROPEAN REGION WOULD NULLIFY ONE OF 18TH GC'S MOST CLEARLY POLITICAL ACTS DIRECTED AGAINST ISRAEL AND WOULD CONSTITUTE AN ESSENTIAL STEP TOWARD RE-ESTABLISHING VIABLE BASIS FOR A FULL AND ACTIVE U. S. PRESENCE IN UNESCO, INCLUDING PAYMENT OF ASSESSMENTS.

(B) CONTINUED EXCLUSION OF ISRAEL FROM EUROPEAN REGION, OR ANY ADDITIONAL ANTI-ISRAELI ACTIONS, WOULD BE CERTAIN TO RESULT IN CONGRESS CONTINUING TO WITHHOLD FUNDS, PRO-LONGING UNESCO'S SERIOUS FINANCIAL PLIGHT, JEOPARDIZING U.S. PARTICIPATION IN UNESCO AND UNDERMINING NOT ONLY UNESCO BUT, IN BROADER SENSE, UN ITSELF.

(C) IT IS CLEARLY NOT IN UNESCO'S INTEREST FOR U.S. TO LEAVE UNESCO, CREATING A MAJOR VOID IN TERMS OF WESTERN CONTRIBUTIONS TO UNESCO'S TECHNIAL PROGRAMS, ESPECIALLY IN CONFIDENTIAL

CONFIDENTIAL

PAGE 05 STATE 235117

BROAD AREAS OF EDUCATIONAL, SCIENTIFIC AND CULTURAL DEVELOPMENT.

(D) OPPOSITION TO ISRAEL'S ASSIGNMENT TO EUROPEAN REGION COULD SERIOUSLY DIVIDE 19TH GC AND WRECK HOPES WE SHARE WITH GREAT MAJORITY OF THIRD WORLD MEMBERS THAT THIS GC, THE FIRST TO BE HELD IN AFRICA, WILL BE RESOUNDING PERSONAL SUCCESS FOR DG M'BOW, FIRST BLACK AFRICAN TO HEAD A MAJOR UN AGENCY.

8. PLEASE REPORT RESULTS ASAP TO DEPT. AND U. S. PERM DEL TO UNESCO. HABIB

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